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separated from national governments. He recommends effort toward a coöperation of responsible heads of national departments in advisory committees, backed by a continuous organization of administrative experts of the various governments (p. 261). International administration, he thinks, must permeate and influence national administrations, not attempt to coerce or ignore them.

The adoption of this principle by the League of Nations augurs well for its success in the opinion of the author. It is rightly "a great effort of decentralization," not a super-government (p. 255). The book is clearly written and replete with statistical tables and diagrams. Though much of it is necessarily of a technical nature, on a few occasions, as in describing the effects of submarine warfare and the predicament of the allies in 1918, the style rises to dramatic intensity (pp. 117, 157).

QUINCY WRIGHT.

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War Government of the British Dominions. By ARTHUR BERRIEDALE KEITH. (Oxford: The Clarendon Press. 1921. Pp. xvi, 354.)

This volume is one of the series planned by the Carnegie Endowment for International Peace to cover the economic and social history of the World War. The editors are fortunate in securing Professor Keith to write the present volume. Although his chair at the University of Edinburgh is that of Sanskrit and Comparative Philology, he has to his credit a long list of writings on the constitutional problems of the British Empire. The admiring critic can only wonder when Professor Keith gets the time to work at the Sanskrit in which he is a great authority, for his writings on the politics of the British Empire show an amazing range and accuracy of erudition. He quotes from the debates in all the legislatures of the British dominions; he cites not merely out of the way pamphlets, but also daily newspapers issued in widely separated parts of the empire. Truly he is one of the remarkable scholars of our time.

In thirteen chapters this volume discusses the framework of the British Empire when war broke out, the slow realization of the need for new machinery of coöperation, the creation of the Imperial War Cabinet, a cabinet of the governments of the chief British states, the history of the political, economic, and military activities of the dominions during

the war, the treaty of peace and the status of the representatives of the dominions as signatories of the treaty, and, last of all, the effect of the war upon the relations of the various self-governing British states.

When the war broke out such a British state as Canada governed itself in all important particulars, but the Governor-General sent from Britain was the medium of communication between the two governments. Canada considered itself a free nation within the British Empire, but its status as such was not specifically recognized. As the war went on uncertainties were cleared up. Canada and the other British dominions insisted on putting the Governor-General and the colonial office in the background, and the Canadian Prime Minister now communicates with the British Prime Minister as a colleague on equal terms. Carrying out this idea of nationhood and demanding recognition of it by the world, Canada signed the peace treaty exactly as France and Great Britain signed it.

This story is told fully by Professor Keith, but as he points out it is not the whole story. These various British states, each of them claiming to be a free nation, are yet under one sovereign and under one legislature with ultimate legal authority over every part of the British Empire. The Constitution of Canada is delegated to the people of Canada by the sovereign authority of the Parliament of Great Britain. Great Britain alone still has the power to declare war, and when she is at war the whole British Empire is technically at war. There is not merely a legal but a spiritual unity of interest in the British Empire. On great questions its people are certain to stand together, and it is not easy to get foreign nations, such as the United States, to agree that the British Empire may claim in international affairs the weight of half a dozen states, while at the same time they really serve the one interest of a great empire. Many anomalies there are, and the only solvent will be time and experience. One thing, however, is clear as a result of the war: such dominions as Canada and Australia will henceforth take an active and effective part in directing the future policy of the British Empire.

On one point it may be wise to dwell. The charge has been made that Great Britain held back and let the dominions do more than their share in the war. Professor Keith points out that never, even in the hour of direst need, did Great Britain make any demand on the dominions, and that by no act of hers was any kind of compulsion put on anyone outside Great Britain. She recruited as serving troops 27.28 per cent of her male population, and her casualties were 10.91 per cent.

The proportions for Canada were 13.48 per cent recruited, and 6.04 per cent of casualties, and for Australia 13.43 and 8.5 per cent respectively: no one claims that Canada and Australia did not do their duty; it is fair to show that in respect to both men and money the strain on Great Britain was much heavier.

Professor Keith is so careful a writer that we may accept his statements as being as accurate as existing information permits. He has given a lucid account not only of government during the war but of constitutional changes made quietly but inevitably, and so far-reaching that not for many years will their full significance become apparent. The British peoples and especially those of Canada are deeply interested in hoping that these changes will be studied in the United States, and that they will meet with sympathetic recognition.

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Constitutional History of England. By GEORGE BURTON ADAMS, (New York: Henry Holt and Company. 1921. Pp. 518.)

The contributions which Professor Adams has made to the interpretation of English constitutional history are known to all scholars in that field. Happily, he has not neglected to bring together the fruits of his learning in a book adapted to, and written for, the less mature student. Such a book, indeed, came from his pen three years ago, under the title *Outline Sketch of English Constitutional History*. A marvel of condensation, this little volume found wide usefulness. The author, however, has rightly judged that a book on the same lines, but two or three times as large, would meet still other needs; and the volume here under review—which is a freshly written book, although it incorporates some parts of the earlier one—is the very welcome result.

The treatment of the subject is chronological, and the entire stretch is covered from pre-Saxon times to the close of the Great War. Careful allotment of space continues necessary. But by assuming a knowledge both of political history and of the system of government in our own time, the author has found it possible to tell the story of constitutional development in a comprehensive, and in places even a detailed, manner. The object has been to "make the continuous growth of the constitution from generation to generation as clear as possible," and questions of what to include and what to omit have been decided solely with this end in view. No serious fault can be found with the decisions made.